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Order Instituting Rulemaking to Implement the Commission's Procurement Incentive Framework and to Examine the Integration of Greenhouse Gas Emissions Standards into Procurement Policies.

Rulemaking 06-04-009 (Filed April 13, 2006)

REPLY COMMENTS OF TURN ON TYPE AND POINT OF REGULATION ISSUES



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REPLY COMMENTS OF TURN ON TYPE AND POINT OF REGULATION ISSUES

Pursuant to the Administrative Law Judges' Ruling "Requesting Comments on Type and Point of Regulation Issues" of November 9, 2007 and the subsequent Ruling "Extending Comment Deadlines and Addressing Procedural Matters" of November 30, 2007, The Utility Reform Network (TURN) files these reply comments. TURN did not file opening comments responding to the various questions posed in the November 9th Ruling (ALJ Ruling). TURN has reviewed many of the comments submitted on December 3, 2007, the document attached to the ALJ Ruling as well as the Opinion submitted by the Market Surveillance Committee of the ISO ("MSC Opinion") on November 27, 2007. TURN has addressed certain points concerning the appropriate point of regulation in our comments on allowance allocation filed on October 31, 2007.

TURN concludes that the analyses presented to date raise a significant concern that adoption of a source-based (or first seller) regulatory framework could significantly increase the costs of electricity for California ratepayers without contributing to GHG reductions. Moreover, although many parties support source-based regulation, there appears to be consensus that no cap and trade system for California's electric sector can account for unspecified imported electricity, so that California could end up paying for phantom GHG reductions that simply reflect contract shuffling.

December 3rd comments of the ISO.

¹ "Opinion on 'Load-Based and Source-Based Trading of Carbon Dioxide in California," Frank A. Wolak, et al., Market Surveillance Committee of the California Independent System Operator, November 27, 2007. Included as an attachment to the

Many parties urge moving forward with a system of emissions allowances and cap and trade so as to 'lead the way' for a national or regional system, even though these same parties admit that a statewide-only system will fail to reduce GHG emissions.

TURN recommends, instead, that the California Public Utilities and Energy Commissions recommend to the Air Resources Board that any cap and trade system adopted for 2012 exclude the electric generation sector. The state would be better served by promoting existing policies that result in real GHG reductions, by developing a comprehensive regional tracking system for greenhouse gases and by deferring the implementation of a cap and trade system for the electric sector pending further regional or national developments.

Alternatively, TURN recommends that the Commission seek further research assistance to analyze the feasibility and relative benefits of a load-based regulatory system using tradable emission attribute certificates (TEACs). Such a system allows integration with least cost dispatch and could be implemented through the WREGIS platform.

1. The Cost Impacts of Load-Based versus Source-Based Regulation

The analysis presented at the *En Banc* Joint Hearing by Synapse Energy, Inc., showed that a source-based system would increase wholesale energy prices because the allowance cost for the marginal generator would set the Market Clearing Price for all power. It is highly likely that the marginal unit would be less efficient (thus require more allowances) that the average unit bidding in for the hour, so that the hourly wholesale price includes an allowance cost that exceeds the actual cost of carbon allowances for power dispatched during the hour.

Mr. Biewald calculated that a \$30/ton carbon allowance price, which represents an additional annual cost of approximately \$300 million per year to reduce carbon emissions by 10%, would increase annual wholesale power costs by two to four *billion dollars* due to its impact on the market clearing price in the wholesale market.

The MSC Opinion agrees that a source-based system will result in these "rents of clean generation" if the average emissions rate for all generation units is less than the marginal emissions rate the causes the price increase. However, the MSC Opinion concludes that there would be no cost savings under a load-based system, because in that case the LSEs will contractually "pay more for electricity from cleaner generators, because that generation is more effective in helping the LSEs meet their emissions constraint." The MSC analysis concludes that the "implicit cost" paid by LSEs to cleaner generators "will be the same as the price of allowances in a source-based system with the same GHG target."

The MSC Opinion reaches its conclusions by modeling the behavior of a seller and buyer under both load-based or source-based regimes. While TURN does not dispute the theoretical modeling result, TURN notes that the conclusion that the 'implicit cost' of clean generation will exactly match the increased market clearing price of energy assumes a perfectly competitive market with full information parity between one buyer and seller maximizing their respective profit functions subject to emissions constraints.

² MSC Opinion, p. 5. The MAC report explicitly assumes that under a source-based system *all allowance* proceeds are returned to customers. This may be a bit more complicated in reality if the auction revenues flow into the General Fund.

TURN urges caution in concluding that, at least in the short term, a load-based market would result in costs immediately rising due to every seller of cleaner generation extracting the opportunity cost of its reduced emissions profile. It may be that in the long run market participants will calibrate their negotiations so as to behave in this way. However, in the short run a load-based system may result in cost savings to the LSE buyers of electricity. And in the long run we may have to integrate with a different regulatory regime altogether.

Regrettably, none of the twenty-nine questions in the ALJ Ruling asked directly about the potential impact on total ratepayer costs of the different regulatory mechanisms, despite the fact that "cost minimization" was the second stated objective for evaluating design options. Thus, the record is quite thin concerning this issue. Several parties explained how a load-based system could increase costs due to less efficient dispatch as "LSEs use more unit-specific contracts in lieu of economic unspecified energy, resulting in a thin day-ahead spot market."

But parties seemed to agree that a system with tradable emissions attribute certificates (TEACs) allowed the use of load-based regulation without hindering least-cost dispatch through the ISO's forward market, though some contended that establishing a TEAC market mechanism would be costly and inefficient.⁴ Other

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³ See, for example, PG&E Comments, pp. 8-9. This is essentially the argument of the MSC Opinion concerning the potential increased costs under load-based regulation.

⁴ See, for example, PG&E Comments, pp. 9-10; SCE Comments, p. 7; DRA Comments, pp. 7-8.

parties noted, however, that a TEAC system could be integrated into the WREGIS tracking and trading platform.⁵

TURN recommends that the Commission request that additional research be conducted concerning the viability of load-based regulation, with or without TEACs, by any of the existing organizations that are capable of providing such support.⁶

In this respect, TURN highlights the following comments from PG&E:

The TEACs system could internalize the value of low GHG emitting generation in the dispatch decision by decreasing the marginal cost of lower emitting resources more than it decreases the cost of higher emitting resources. Unlike the other options of the load based cap, it is possible to maintain least cost dispatch with this option. TEACs also solve the problem of the power pool, giving utilities control over their emissions profile.

From a ratepayer perspective, "decreasing the marginal cost" of power bidding into the market appears preferable to increasing the cost of all power by the allowance cost included in the bid of the least efficient marginal unit.

The Potential Pitfalls of Rushing to a Source-Based Cap And Trade System
 Warrant Delay

In response to Question 2, many parties supported adopting the 'cap and trade' system due to their belief that a 'market' system will stimulate new technologies and GHG reduction measures. No party pointed to specific GHG reduction measures that might be promoted other than those already being pursued due to existing requirements

⁵ See, Comments of AReM, GPI.

⁶ TURN notes that programs such as the Regulatory Assistance Project and the National Renewable Energy Laboratory appear to be viable candidates for such work.

for energy efficiency and renewable procurement. Several parties pointed out that due to the lack of 'GHG control technologies,' the basic means of reducing GHG emissions is either demand reduction or a shift toward cleaner emitting resources. While TURN fully understands that no one can predict technological invention spurred by market incentives, we fail to see how increasing the costs of high-carbon power will spur new reductions in the electric sector given the existing requirements to purchase renewable energy under the RPS.

One advantage of a statewide cap, of course, is the possibility that other sectors (transportation, industrial) included under the cap may have cheaper means of achieving incremental carbon reductions (i.e. lower marginal costs) and would thus be sources of allowances. No party addressed one of the fundamental issues for electric sector GHG reduction – how will allowance trading spur the replacement of coal-fired generation with cleaner power? This is not a theoretical question, but rather a question of the level of allowance cost that would cause the variable price of coal power to move from the most economic to the least economic in the dispatch order. Given the relative variable costs of power, the equivalent per MWH allowance cost may have to be extremely high.

TURN can easily envision a scenario where the entities in the electric sector (either generators or LSEs) purchase allowances such that the cost of electricity increases without changing the dispatch order or reducing emissions. Consumers will simply pay

⁷ Mr. Burtraw did point to some examples of harvesting operational efficiencies. It is difficult to understand why generators would not implement those operational efficiencies (reducingt heat rates) already, since they would lower variable operating costs. See, Burtraw, November 9, 2007, p. 14.

higher costs. This may be an efficient outcome from an economic perspective, but may not be the desired policy outcome.⁸

Despite assertions by many parties that a first seller approach is superior to a load-based approach for controlling power imports, there was actually no refutation of the fact that both methods have to rely on an assumed emissions factor for unspecified imports. The only advantage of the first seller approach is less need for tracking power once it arrives in California. No California-only system of regulation can effectively address the over 50% of GHG emissions due to imports.

Nevertheless, the majority of parties urged the Commission to include the electric sector within a cap and trade regime using a first-seller point of regulation. Many parties believe that such action will enable California to influence the eventual design of a regional or national system. Some parties (NRDC/UCS) see the point of regulation as a less important factor and urge progress so as to adopt a key parameter – a declining statewide cap for emissions.

TURN suggests that the potential pitfalls of such a gamble do not warrant rushing blindly to a market-based cap and trade system just to lead the pack. Especially not if we are leading the pack to a path of higher wholesale energy prices.

TURN thus agrees with the Green Power Institute that rather than focusing on a statewide design for regulating GHG emission from the electric sector, this Commission should instead focus on 1) developing a comprehensive regional tracking system for greenhouse gases, and 2) developing a regional approach to controlling GHG emissions.⁹

⁸ See, for example, WPTF Comments, p. 2-3.

⁹ See, GPI Comments, pp. 8-9.

3. Conclusion

While TURN appreciates the desire to move forward with a cap and trade system that will advance the goals of AB 32 and capture the economic benefits of a cap and trade system, we suggest that existing information indicates that a statewide emissions allowance system for the electric sector will not solve the problem of imported system power. Moreover, despite the conclusions of the Market Advisory Committee, we continue to be concerned that at least in the short run the increase in wholesale prices due to allowance costs will increase costs more than direct command and control regulation.

For these reasons, TURN urges the Commission not to recommend a cap and trade system for the electric sector at this time, but to focus on improving tracking mechanisms and promoting a regional system. However, if the Commission chooses to promote a cap and trade system, TURN recommends further research into the merits of a load-based system using tradable emissions attribute certificates (TEACs).

Lastly, TURN reiterates that whatever system is adopted, our primary concern is that the value of allowances be fully captured for utility customers. In no case should the Commission adopt a free allocation to generators approach.¹⁰

¹⁰ The MAC Opinion is premised in the first instance on the assumption that even under a source-based system *all* allowances are "owned by consumers" so that auction proceeds are "returned to consumers."

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Respectfully submitted,

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CERTIFICATE OF SERVICE

I, Larry Wong, certify under penalty of perjury under the laws of the State of California that the following is true and correct:

On December 17, 2007 I served the attached:

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on all eligible parties on the attached lists to **R.06-04-009**, by sending said document by electronic mail to each of the parties via electronic mail, as reflected on the attached Service List.

Executed this December 17, 2007, at San Francisco, California.

____/S/ Larry Wong

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